

LIMITED-SOURCES JUSTIFICATION

1. Contracting Activity: Department of Veterans Affairs (VA)
Office of Acquisition Operations
Technology Acquisition Center
23 Christopher Way
Eatontown, NJ 07724
2. Description of Action: The proposed action is for a firm-fixed price (FFP) task order issued under General Services Administration (GSA) Federal Supply Schedule (FSS) Information Technology (IT) 70 contract number GS-35F-0636K, to Lockheed Martin Desktop Solutions, Inc. (LMDSI).
3. Description of the Supplies or Services: VA Office of Information and Technology, Service Delivery and Engineering, VA Central Office Information Technology Service and Support has a requirement for the renewal of software license maintenance, as well as professional/remediation services, and Tier III helpdesk support for the existing VA Internet Quorum (VAIQ) system. The VAIQ provides VA with a document and workflow management system including advanced reporting and querying functions. VA requires services to include remediation of existing security vulnerabilities and ongoing remediation support as required, as well as Tier III help desk support from the VAIQ system's Original Software Developer, LMDSI. Tier III help desk includes support Monday through Friday from 6:00am to 8:00pm Eastern Standard Time, excluding Federal holidays; assistance with Tier I and II help desk tickets; modifications to the VAIQ software; and expert level support for resolving complex problems with application integration, configuration network setting changes, and other issues. The period of performance for this action includes a 12-month base period, with two 12-month option periods.
4. Authority: This acquisition is being conducted under the authority of the Multiple-Award Schedule Program. The specific authority providing for a limited source award is Federal Acquisition Regulation (FAR) Part 8.405-6(a)(1)(i)(B), "Only one source is capable of providing the supplies or services required at the level of quality required because the supplies or services are unique or highly specialized."
5. Rationale Supporting Use of Authority Cited Above: The proposed source is LMDSI, 2700 Prosperity Avenue, Fairfax, VA 22031. VA has been utilizing LMDSI's VAIQ software since fiscal year 2007; however, VA has not procured maintenance for the software since fiscal year 2012 due to planned implementation of a new Correspondence Tracking System (CTS). Deployment of CTS has been delayed into FY2016 that requires continued utilization of VAIQ. Due to this lapse in maintenance, the software has not been updated which increases the risk of security vulnerabilities and performance degradation. In November 2014, the Government conducted vulnerability tests on the VAIQ

VAIQ License Renewal, Remediation and Tier III Help Desk Support Control Number 15-091

system resulting in a total of 11 security vulnerability findings. Since that test, there may be additional deficiencies that have occurred that require remediation. Specifically, failure to remediate these deficiencies would result in a significant security risk creating vulnerabilities that could be used by cyber criminals or terrorists to steal the sensitive information stored in VAIQ, such as Veterans and VA employee's personal identifiable information (PII). This proposed action is to provide VA with the required remediation of vulnerabilities found, and bring VA into compliance with current VA security and privacy standards as outlined in regulation VA 6500, the Privacy Act of 1974, as well as Federal Information Security Management Act regulations which require federal agencies to implement a mandatory set of processes and system controls designed to ensure the confidentiality, integrity, and availability of system-related information. VA requires services from LMDSI in order to complete the remediation services to bring the VAIQ software back into compliance with the above regulations and statutes.

The services to remediate the vulnerabilities require access to LMDSI's proprietary code and software, which is already deployed within the VA infrastructure. The only source authorized and capable of manipulating VAIQ's proprietary code is LMDSI, therefore, procuring these remediation services, other than from LMDSI, is not possible due to proprietary restrictions on the software code. Additionally as part of this procurement, VA requires renewal of software license maintenance and Tier III help desk support to provide patches and updates to the VAIQ software in order to keep the version of VAIQ current and operational. No source, other than LMDSI, can provide the required maintenance as any patches or updates must be written to integrate with the existing proprietary software. Similarly, Tier III help desk services will require access at the source code level. For example, if a problem with the application is identified and requires the proprietary source code to be manipulated; only LMDSI can remediate the problem. Furthermore, since this software is proprietary to LMDSI, third party companies cannot provide help desk services.

Without the procurement of these services, VA will continue to be noncompliant with existing federal law and susceptible to cyber-attacks, placing VA sensitive information at risk.

6. Efforts to Obtain Competition: Market research was conducted, details of which are in the market research section of this document. This effort did not yield any additional sources that can meet the Government's requirements. Furthermore, LMDSI is the exclusive provider of the required software maintenance and services; therefore there is no competition anticipated for this acquisition. The ordering activity will post the justification along with the Request for Quotation to GSA E-Buy in accordance with FAR 8.405-6(b)(3). In accordance with FAR 5.301 and 8.405-6(a)(2), the award notice for this action will be synopsized on the Federal Business Opportunities Page (FBO), and this justification will be made publicly available within 14 days of award.

7. Actions to Increase Competition: The Government recently competed and awarded an effort for a similar system to Harris Communications for the CTS. CTS is currently estimated to be deployed within the next 12 to 18 months. Until that system is deployed, VA still has a requirement for the VAIQ system and must keep the version of VAIQ current and operational. VA has included options in this action to account for potential delays with the deployment of CTS.

8. Market Research: Market research was conducted in April 2015 by posting a Request for Information (RFI) on the FBO website and in May 2015 by posting an RFI on GSA eBuy website. Three responses were received to the RFI released in April 2015, including responses from LMDSI; Aegis Cyber Solutions, LLC; and Ellumen, Inc. The Aegis Cyber Solutions, LLC; and Ellumen, Inc. responses were reviewed, but neither response contained the required information as to how they would access the proprietary code of VA's existing VAIQ system. VA contacted the two respondents to advise that they did not meet the VA's requirements, specifically their inability to access the proprietary source code to provide the required remediation services. Neither party responded to VA's concerns. Five responses were received to the May 2015 RFI, including E Quality Corporation; Ellumen, Inc.; Merrison Technologies, LLC; Focused Management, Inc. and Innovative Management Concepts. All responses were reviewed, and similarly none addressed its approach to access the proprietary source code in order to perform the required maintenance and support described herein.

Additionally, VA contacted LMDSI to inquire if it would partner with another entity in order to permit access to its source code, or whether it had authorized resellers who could perform the services. LMDSI provided a letter indicating that they would not partner with any other concern, nor do they have authorized resellers who can access the source code in order to perform the required maintenance. While other sources had the general capabilities needed to perform the proposed effort, only LMDSI possesses access to the proprietary VAIQ source code required to ensure that remediation, upgrades, and Tier III help desk support are successfully provided.

9. Other Facts: None.